

6.AFFORDABLE HOUSING

6.1 INTRODUCTION

Provincetown's popularity as a summer resort and as an increasingly coveted location for second homes has made it extremely difficult to find and retain affordable housing here. The scarcity of developable land and the wide gap between the incomes of most year-round residents and those of vacation homebuyers and renters has exerted intense pressure on the housing market. The demand for housing far outstrips the capacity of the existing and potential housing stock. Lower income households are particularly affected and cuts in federal programs will have an increasing impact on local resources.

It is clear that without the benefit of major, coordinated efforts on the part of Townspeople, local committees, Town officials, representatives of nearby Towns, the Lower Cape Cod Community Development Corporation, and other local and regional community-based non-profits, a large percentage of the year-round population will continue to be shut out of the rental and ownership housing markets in Provincetown.

It is also important to note that a number of the Goals and Performance Standards from the RPP are not addressed in this section because local regulations developed by the Provincetown Local Housing Partnership (LHP) exceed the requirements of the RPP. The Local Housing Partnership was established by Town Meeting vote in 1996, and one of its first tasks was to develop a detailed set of criteria for reviewing proposed developments. Working with housing specialists and consultants from the Cape Cod Commission, the LHP developed an amendment to the zoning by-law that has produced no less than 48 units of affordable housing in one year. The LHP developed a set of criteria for reviewing applications that is thorough and protects the Town and prospective tenants and owners. In addition, the Town's growth management by-law requires a minimum of 25% of the units in a project to be deed restricted for forty years in order to qualify as affordable, and provides an even greater incentive for projects that include 26%-50% and 51%-100% affordable units.

6.2 GOALS AND POLICIES

The 1996 Cape Cod Regional Policy Plan (RPP) provides a good framework for the Goals, and Policies of this plan element. However, many of the standards specified in the RPP to provide affordable housing in conjunction with the development of market-rate housing are not directly applicable to Provincetown: 1) RPP affordable housing standards apply only to residential Developments of Regional Impact

(DRIs) and natural constraints to development virtually preclude residential DRIs; 2) Provincetown's density is far greater than any other Cape Town at over 390 persons per square mile, excluding National Seashore holdings; 3) the Town's Growth Management By-law controls the number of permits allocated, although it was recently amended to make 91 unused permits available for affordable housing; 4) the presence of the Commonwealth Provincelands now protected by the Cape Cod National Seashore seriously limits the amount of developable land. It is the intent of this plan element to go beyond the standards of the RPP in applying its "inclusionary" affordable housing objectives to Provincetown's unique location and circumstances.

GOAL 1: To promote the provision of fair, decent, safe, affordable housing for rental or purchase that meets the needs of present and future Provincetown residents. The Town shall seek to raise its affordable housing stock to 10% of all housing units (or approximately 290 units) by the year 2015. "Affordable housing" shall be defined as housing affordable to 50% of the median household income for Barnstable County.

POLICY A: Affordable housing shall be encouraged in all areas that are appropriate for residential and mixed-use residential development.

POLICY B: Incentives to maximize the number of affordable units should be considered. These should include but not be limited to, waivers of certain fees, expedited permitting processes, priority in issuance of permits under the Growth Management By-law, and density bonuses in the B Zone.

GOAL 2: To promote equal opportunity in housing and give special consideration to meeting the housing needs of the most vulnerable segments of the population including, but not limited to, very low income (50% of median income), low income (51% - 80% of median income), families with children, single parent heads of households, racial minorities, people with AIDS, the elderly, the homeless, the disabled, and others with special needs.

POLICY A: The Town shall work to prevent discrimination in housing based on race, color, creed, religion, sex, national origin, primary language, age, political affiliation, disability, sexual orientation, family type (i.e. the presence of children), or any other consideration prohibited by law, and shall not knowingly approve any development that so discriminates.

GOAL 3: To seek out, provide support for and encourage the development of innovative strategies designed to address the housing needs of Provincetown residents, paying special attention to the needs of low and moderate income renters.

POLICY A: Reuse of existing structures shall be prioritized for the creation of affordable housing. New construction shall also be supported and encouraged.

POLICY B: Use of public and private funds available through the Barnstable County HOME Consortium, Massachusetts Department of Housing and Community Development, U.S. Department of Housing and Urban Development, and other regional, State and federal sources shall be encouraged.

POLICY C: New seasonal developments shall make provisions for employee housing or assist in placing summer employees in housing designed specifically for summer use that does not deplete the existing year-round rental housing stock.

POLICY D: The development of congregate, single-room occupancy and other similar affordable housing types shall be supported and encouraged.

POLICY E: Non-profit housing developers shall be given preference in developing parcels of Town-owned or Town-leased land for affordable housing.

POLICY F: The Town shall seek to limit the number of multi-unit properties converted from year-round rental to condominium ownership unless 50% of the units are deed-restricted for year-round affordable housing.

POLICY G: Existing and future Town-, State- and federally-owned developable land and buildings, including that which is acquired through the tax title process, shall be targeted for affordable housing as a first priority.

POLICY H: The zoning by-laws shall be modified to allow accessory apartments and cottages provided that they meet year-round affordable housing standards as dictated by the Town.

GOAL 4: Coordinate the development of affordable housing with protection of the environment.

POLICY A: Use of alternative septic technologies in the development of affordable housing should be encouraged.

POLICY B: Use of cumulative loading analyses to identify and set aside areas where there is adequate nitrogen capacity for the development of higher density affordable housing should be encouraged.

6.3 INVENTORY AND EXISTING CONDITIONS

A.Housing Types

Provincetown's housing stock breaks down according to units and types as follows:

Type	Units
Single-family dwellings	771
Condominium units	1,312
Two-family dwellings	498
Three-family dwellings	216

Multiple dwellings on a single lot	709
4-8 Unit apartment building	165
TOTAL	3,671

(SOURCE: Provincetown Assessor's Office, 12/10/99)

As of December 10, 1999, the Provincetown Assessor's Office listed 4,260 total living units; the additional 589 units not in the categories listed above consist of apartments in mixed use properties, owner-occupied apartments in guest houses, and accessory apartments. Based on 1990 US Census figures, the Outer Cape Capacity Study categorized 37% of all housing units in Provincetown as "seasonal," leaving 63% (2,386) "year-round." The number of units capable of being occupied year-round with a minimum of improvements is conservatively estimated at closer to 75% of the total, or approximately 2,928 units. (Assessor conversation 12/12/96) Conversion from seasonal use is permitted without Growth Management permits.

B. Housing Conditions

The age and small size of most residential buildings in Provincetown set it apart from the rest of the Cape. The Provincetown housing stock's "median year built" is 1932, compared to a Cape-wide median of 1971. The mean number of rooms in Provincetown residences is 4.1, compared to 5.5 Cape-wide. (1990 US Census) Substandard housing conditions are not uncommon in Provincetown, exacerbated by the fact that many residential buildings were not built for year-round occupancy and "winterizing" frequently consists of inadequate insulation and inefficient heating systems. Underscoring the plight of year-round renters is the widespread perception that "affordable" rents are often so only because of insufficient maintenance and repairs and high heating costs.

C. Subsidized Housing Stock

The Provincetown Housing Authority administers a total of 42 housing units, 8 of which are family units scattered throughout Town, 10 are Single Room Occupancies (SROs) and 24 of which are elderly and disabled units.

Regionally, elderly housing is the "most significant affordable resource, with over 400 units of subsidized housing available in the Towns of Harwich, Chatham, Brewster, Orleans, and Provincetown." (Affordable Housing on the Cape: Needs, Resources, and Strategies, Lower Cape Cod CDC, 1993) While these elderly units, half of which are in Orleans, represent an important resource for the Lower Cape's sizeable and growing older population, the need exists for more units in Provincetown itself.

D. Affordability Standards

Under Chapter 40B of the Massachusetts General Laws, 10% of the year-round housing stock in each city and Town in the Commonwealth must be affordable for low and moderate income households by the year 2015. Affordability is based on payment of 30% of household income for housing costs (including utilities) for a household earning 80% of the median income for Barnstable County. According to the federal Department of Housing and Urban Development (HUD) the 1999 Barnstable County median family income is \$45,000; 80% of the median is \$36,000. Based on that figure, the maximum affordable monthly housing expense for a moderate-income household is \$900, including utilities. However, because Provincetown residents have the lowest average income in the county, this plan defines "affordable" for Provincetown as based on a payment of 30% of household income for housing costs (including utilities) for households earning 50% and 65% of the county median income. This translates to \$562.50 per month for rental housing and \$731.25 for ownership housing. Based on the 2,386 units categorized as year-round (1990), the 10% threshold for meeting the County affordable housing requirement would be approximately 240 units. Recognizing that many Provincetown residences that are categorized as "seasonal" are occupied for more than just the summer months and have the potential for year-round habitation, this plan categorizes 75% of existing residential units, or approximately 2,900 units, as year-round. Using this number, 10% of the "year-round" housing stock is approximately 290. Existing affordable units, consisting of the Provincetown Housing Authority and scattered subsidized units total approximately 90 units, leaving the need for approximately 200 affordable units to meet the State requirement (assuming the current number of total units). Housing subsidies alone do not qualify housing units as "affordable;" affordability must be ensured through mechanisms controlling rent levels and restricting resale.

E. Loss of Year-Round Rental Housing Stock

In recent years, conversions of multi-unit rental housing to condominium units have been on the rise, depleting the number of rental units available to year-round residents. Assessor's records indicate that 924 of the 1,305 condominium units are owned by non-residents (71%). The percentage of single family homes owned by non-residents stands at 38%. The number of additional condominium units generated from conversion of the existing stock of multi-unit dwellings is expected to be considerable in the coming years, further depleting year-round housing opportunities.

Contributing to the loss of year-round rentals is the increasing tendency of second homeowners to spend greater lengths of time in

their Provincetown residences and rent out their houses or units only during the high season.

F. Potential for Growth

Available land for development of any kind is limited in Provincetown and the Town experienced the lowest rate of increase in total housing units from 1990 to 1995 of any Town on the Cape, (2.42% compared to 5.12% for the County as a whole). A total of 94 units were added to Provincetown's housing stock over that period, 79 of which were single-family and 15 multi-family units. The rate of growth is controlled by the Growth Management By-law due to water supply limitations.

G. Economic Conditions

As the Economic Development Element spells out in greater detail, the Provincetown economy has undergone significant changes in recent years. The decline of the local fishing industry and increasing reliance on a tourism-based economy has had obvious ramifications with respect to housing availability and affordability. Low wages, high unemployment rates and the increasing popularity of Provincetown as a location for second homes results in rather bleak prospects for year-round residents with limited incomes--a characterization that applies to the majority of the year-round population.

Tourism-related businesses now account for 60 to 70% of Provincetown employment, generally paying low wages and offering little in the way of benefits and long-term economic security. The seasonal nature of tourism in Provincetown results in a huge drop-off in the economy in the fall and by January the unemployment rate often exceeds 50%.

H. Income Levels and Housing Affordability

In 1989, 14.4% of all Provincetown residents were below the poverty level based on reported income, in contrast to the County rate of 7.5%, and the median household income was \$20,487, or 64% of the County median of \$31,766 (all figures 1990 US Census).

At 50% of the County median income, or \$22,500, the maximum affordable housing cost is \$562.50 per month. Assuming an average utility cost of \$120 per month, as estimated in the HUD CPD Consolidated Plan (1995), the current maximum affordable rent, excluding utilities, is \$437.50 a month. With rentals now commanding upwards of \$650 without utilities, in the rare instances that they are available, the current affordability gap for the average prospective renter in Provincetown is substantial.

"Affordability" of reasonably habitable year-round housing in Provincetown is further conditioned by high heating costs in the winter. Many units "converted" to year-round use have electric heat and minimal insulation. Energy costs on the Cape are among the highest in

the nation and the energy inefficiency of many units leaves low-income renters vulnerable in that the vast majority pay for at least one utility. (HUD CPD, p. 10) Small unit size, and often building layout and kitchen facilities make much of the local housing stock less than suitable for use as adequate year-round housing.

The median 1999 price for a home in Provincetown was \$240,000 (1996 figure: \$140,000). The county median was \$147,000 and the median sales prices in Provincetown's closest neighboring Towns were as follows:

Provincetown	\$240,000
Truro	\$180,000
Wellfleet	\$159,000
Eastham	\$139,000

(Source: Banker and Tradesman, September 1999)

Given Provincetown's lower median income compared to the rest of the Cape, the "affordability gap" here is more severe.

I. Special Needs Populations

Residents with special needs vis-a-vis the availability of and access to appropriate housing (as well as specific care services) include the elderly, people with AIDS, the physically and mentally disabled, and the homeless. NIMBY (Not In My Backyard) attitudes are particularly strong when it comes to the siting of housing and other facilities for these segments of the population. The lack of developable land and high cost of existing property in Provincetown limits the viability of local housing solutions for those with special needs; regional approaches may be more realistic. However, Provincetown is the site of Foley House for people with AIDS. The Provincetown Housing Authority provides some housing for the elderly and disabled.

The Elderly

Provincetown's large elderly population is particularly at risk (18% of the population was over 65 according to the 1990 US Census and this segment of the population has grown since). Census figures show that 23% of the population over 65 years of age was living below the poverty level in 1989. Most of the elderly are long-time residents and many live on fixed incomes. As their earning power and actual incomes have diminished, the cost of living in Provincetown has risen rapidly, making it difficult for the elderly to keep pace with rental costs and taxes and the upkeep of single family homes.

A housing needs assessment conducted by the Lower Cape Cod Community Development Corporation (Lower Cape Cod CDC) in 1993 reported that there was considerable interest in congregate care or assisted living facilities for the elderly on the Lower Cape. The development of independent senior housing and assisted living facilities would not only provide the elderly with needed resources but

might have the simultaneous effect of adding to the available housing stock as the elderly opt out of homeownership. For, in the meantime, many existing living units are inefficient for elderly residents' mobility and regional advocates often cite the need for home assistance to help address this concern.

Many elderly residents are homeowners and are often financially unable to adequately maintain their properties. This raises the potential for shared housing solutions if single-family homes were to be subdivided and young families could assist senior homeowners with maintenance and repairs.

People with AIDS

Provincetown has the highest ratio of people with AIDS in the Commonwealth. Some 35% of people with AIDS are homeless or at risk of becoming homeless and many of these people are Provincetown residents.

The Provincetown AIDS Support Group estimates that some 300 Provincetown residents have a diagnosis of full-blown AIDS, with an additional 100 with an HIV+ diagnosis. About 200 Provincetown residents receive support from the organization.

Adequate, affordable housing and support services are extremely important to the population of people with HIV/AIDS. The Provincetown AIDS Support Group, with offices in Yarmouth and Falmouth as well as Provincetown, is the regional leader in facilitating the acquisition of housing and other services.

Foley House in Provincetown provides 10 units of housing with common living space for people with HIV/AIDS who would otherwise be homeless. In addition, 30 vouchers for housing assistance are provided for people with HIV/AIDS through the regional non-profit Housing Assistance Corporation (HAC). The waiting list for vouchers is very long and growing.

The Physically Disabled

Cape-wide, the disabled make up approximately 17% of the total population, although this may be a conservative estimate given the large elderly population, many of whom may be disabled but are not counted as such.

Housing for disabled persons is generally located within elderly housing developments on the Cape, such as the units administered by the Provincetown Housing Authority (PHA). Cape-wide and in Provincetown specifically, these units do not come close to meeting the need for affordable housing for the disabled. The lack of affordable housing in general limits the availability of housing for disabled residents.

The Mentally Disabled

As of 1994, 36 group homes were in operation on the Cape, providing housing for 260 mentally disabled people. (HUD CPD Consolidated Plan, 1994 figures) With a long waiting list and vacancies quickly filled, there is a clearly a need for additional housing for this segment of the population. Given the lack of affordable, developable land in Provincetown, it is likely that regional resources must be utilized to meet local needs.

The Homeless

Factors including the lack of affordable housing and the seasonal nature of many rentals contribute to homelessness in Provincetown. Especially vulnerable are women fleeing domestic violence, people suffering from alcohol or drug dependency, the physically and mentally disabled, veterans, and people with AIDS. Homeless shelters on the Cape serve over 500 people and HAC estimates that an additional 500 are at risk of homelessness. Eleven persons are known to have spent the winter of 1996-1997 living under boats on the beaches of Provincetown.

Area resources for the homeless include Foley House, Recovery at Canal House in Orleans, under construction in 1997, which will house eight persons recovering from substance abuse, the Lower Cape Council for the Homeless and the Inter-Faith Council for the Homeless.

Families with Children

Families with children must also be considered part of the "at risk" population. The increasing rental and sales costs and the declining availability of housing that is adequate for the year-round needs of a family have already forced many families to move. Provincetown families in need of more housing space have tended in recent years to move to Truro, where housing for families is more readily available, if not always less expensive.

Artists

Artists, many of whom have incomes at the lowest end of the spectrum (\$10-15,000), also represent a vulnerable segment of the population. Widely considered vital to Provincetown's economy and community character, their future is also of special concern. Workspace needs add to the difficulty facing artists in need of affordable housing.

Seasonal Employees

Seasonal employees, also crucial to the local economy, face particular difficulty--not only do they need lodging, but also they require housing during the summer season when its availability is most limited. Also, because of the reliance on summer employment, unemployment peaks in the winter, limiting the financial resources of many year-round residents.

J. Organizations with the Capacity to Develop and/or Manage Affordable Housing Provincetown Housing Authority

The PHA administers low-income housing only and, like most local housing authorities operating state and federal programs, has little flexibility. Most of the housing administered by the PHA is for the elderly and disabled, and the authority is not adequately staffed to comprehensively address Provincetown's affordable housing needs. Nonetheless, additional PHA units that can be gained will address an obvious need. Cuts in the Massachusetts Rental Voucher Program (MRVP) have had a significant impact on the affordable housing resources of Provincetown and other Lower Cape communities.

Housing Assistance Corporation (HAC)

HAC runs many housing programs on the Cape, including weatherization, Section 8 and shelters. The remoteness of Provincetown from HAC offices underscores the need for local outreach.

Lower Cape Cod Community Development Corporation

The Lower Cape Cod CDC is a significant new resource for affordable housing development on the Lower Cape. The CDC has the flexibility of a private developer and the ability to receive funding from various housing programs in partnership with local communities to address a wide range of housing needs.

Habitat for Humanity – Cape Cod Affiliate

The Cape Cod Affiliate of Habitat for Humanity builds decent, safe and affordable houses for income-eligible buyers. Habitat has also been crucial in the rehabilitation of 40 Pearl Street, a property owned and managed by the Provincetown Housing Authority

A Role for the Private Sector

Those in the private sector with experience developing and managing market rate housing can be encouraged to provide affordable housing through tax incentives, below market loans and grants to develop affordable housing and by prioritizing affordable housing in the issuance of growth management permits.

6.4 ANALYSIS

A. Availability and Affordability

As a tourist Town with a seasonal economy, Provincetown has acute housing problems. The 1988 Master Plan aptly summed up the situation as follows:

The price visitors can pay for housing bears no relationship to what most Provincetown residents can pay. Provincetown residents, both year-round and seasonal employees, suffer because their incomes are relatively low compared to the incomes of vacation home purchasers and renters. (PMP, I-8)

In contrast to most places, Provincetown is a Town where high and low income groups compete for the same housing units and the size of units does not determine their demand according to income level--summer residents of considerable means desire the same small units that ordinarily would be affordable to permanent residents with lower incomes. The increasing demand generated by out-of-Towners has elevated the price of even the smallest units beyond the affordable range of many year-round residents, particularly in the summer. Over 40% (1,590 units) of the living units in Provincetown are owned by non-year-round residents and this figure will continue to increase as baby boomers attain second home-buying status and consider investment property for future retirements.

Another point touched on by the 1988 Master Plan and still relevant today is that seasonal cost disparities cause some residents to move twice yearly--they spend the winter living in good quality winterized buildings only to move into poorer quality housing in the summer when rental prices go up for the season. However, current perceptions are that fewer winter rentals fall into this category as more property owners are keeping their property for personal use in the off-season and renting during the lucrative summer months.

The summer population, several times larger than the year-round population (with a peak population of 19,559 for 1990, according to the Outer Cape Capacity Study), stretches the capacity of the existing housing stock to its limits, in addition to putting a tremendous burden on the water supply, wastewater disposal and other services. Some large employers house workers in Truro motels but this does little to diminish the overall need for employee housing.

Provincetown's remaining developable land is very limited, even under the most optimistic conditions vis-a-vis water supply and wastewater facilities. It is likely that even at build-out the demand for housing would far exceed the projected capacity of the housing stock. Build-out projections calculate a gain of 1346 units. The affordability of a significant percentage of those potential units to low and moderate income residents will only occur if measures are instituted to ensure it happens. Otherwise market demand will bid up the cost of housing beyond what year-rounders can afford.

B. Economic Conditions

The loss of fishing industry jobs and the increasing reliance on tourism have had the simultaneous effect of reducing the incomes and spending power of a significant segment of the local population and producing higher housing costs and a scarcity of available housing units.

C. Condo Conversions

No regulatory approval is currently required for condominium conversions. As a result, rental units have been converted with little consideration given to the impact on the community. Some communities have general by-laws that regulate condo conversions.

D. Regulatory Constraints and Incentives

In addition to the lack of developable land and available housing and the high costs of both, barriers to the provision of affordable housing include high construction costs, restrictive zoning and the lack of regulatory incentives. The B-zone is prohibitive to affordable housing on the basis of the relatively low density and high land costs, while the W-zone is less restrictive in terms of density, higher density development has Title 5 constraints. Past attempts to allow affordable accessory units in the B-zone have been unsuccessful, with objections based largely on the desire to keep the zone single-family--even though a number of properties already contain illegal accessory units. While the Growth Management By-law gives priority to development that includes affordable housing units, incentives have not been strong enough and should be modified. As an additional incentive, April 1997 Town Meeting allocated unused growth management permits for affordable housing development.

For the development of additional housing to measurably improve the housing situation for year-round residents, some assurance of affordability in the form of regulated rent and price controls would have to be instituted through deed restrictions.

E. Sense of Community

When families and other residents move to Truro or Wellfleet because of greater housing opportunity in those Towns, Provincetown's economic diversity, and, it could be argued, its community character are threatened, as year-round working residents are replaced by vacationers and part-time residents. The effects of such departures are felt not only by the family that moves, but also by the community as a whole.

F. Affordable Housing Strategies, Objectives, Priorities, and Options

Affordable housing in Provincetown should ensure stability and quality, as well as affordability objectives, in accordance with the following general objectives and measures.

AFFORDABILITY: focus on housing for year-round residents, targeting those with below 50% of median income

maintain long-term affordability through measures such as deed restrictions and non-profit ownership

aim for higher than 10% of the housing stock to be affordable by the year 2015 to reflect the real need in Provincetown

STABILITY: housing opportunities should be year-round with no seasonal moves required
 there should be no fear of displacement due to market-driven rent increases or condo conversions
 different forms of ownership should be considered such as housing cooperatives and non-profit-owned rental housing to ensure
 the long-term stability of the housing stock

QUALITY: meet basic housing code/housing quality standards
 develop housing for lower maintenance costs over the long term
 ensure energy efficiency
 units should have appropriate layout, design, and size for year-round use

With developable land rapidly diminishing, it is important for the Town to prioritize reuse, redevelopment and new development of multiple unit buildings and minimize the number of new single-family dwellings. Whenever possible, existing units should be the focus of affordable housing efforts, and mechanisms such as subsidies should be put in place to facilitate the conversion of underutilized properties to affordable housing as part of the overall affordable housing effort. The growth management by-law has been modified to ensure that when development does occur, affordable housing is more directly given special consideration.

Steps must be taken to minimize the conversion of units to condominium ownership through a Special Permit process and the rental of unoccupied units in the off-season should be encouraged. Consideration must be given to "alternative" forms of housing such as shared housing or "co-housing." To directly address the housing needs of seasonal employees of limited means, alternative forms of temporary housing should be considered.

Crucial to Provincetown's affordable housing efforts was the creation of the Local Housing Partnership, a pro-active Town Committee, to spearhead development, rehabilitation and promotion of affordable housing--and to serve as a clearinghouse for public information and for sorting out the intricacies of available programs. Part of the work of this entity is to forge important links to facilitate public/private partnerships. This organization, in coordination with the Lower Cape Cod CDC, Habitat for Humanity and the Cape-wide Housing Assistance Corporation (HAC) should be encouraged to provide homebuyer workshops to help lower-income residents achieve homeownership with the various financial resources available.

Recognizing that the need for congregate care and/or assisted living for the elderly is a regional issue, Provincetown should work cooperatively with nearby communities to address this issue. Affordable housing needs must be addressed in the context of Provincetown's historic community character and scale and not conflict with historic preservation, waterfront planning, the limited availability of water, environmental and other objectives. As much as possible, housing strategies should attempt to enhance and complement historic resources.

G. Potential Sites for Affordable Housing

Developable land is extremely scarce and specific sites have not been identified for the development of affordable housing. Use of existing buildings has been given top priority; however, new construction may be more cost-effective. Town-owned land and buildings, including properties acquired through the tax title process, should be targeted for affordable housing. Most of the land in the Route 6 easement is not suitable for the construction of housing due to the presence of wetlands, inadequate parcel size and inaccessibility. However, the Town should investigate the development potential of these and other lands, particularly those located near large undevelopable tracts of land such as Foss Woods and the Water Resources District, where the aggregate effects of nitrogen loading from septic leach fields can be maintained at acceptable levels. Clearly, NIMBY (Not In My Backyard) attitudes add further constraints to the already strained affordable housing situation. Given the open-mindedness that Provincetown prides itself on and for which the Town is well-known, such exclusionary attitudes should not be insurmountable.

H. Utilization of Local, Regional and State Resources

Affordable housing strategies should capitalize on the full array of local, regional and State resources in attempting to find housing solutions that specifically address Provincetown's unique needs and constraints. Many regional and state programs are funded through federal channels; the complexity of government bureaucracy and the tenuous nature of funding for some programs underscores the need for the Local Housing Partnership.

Local Solutions/Resources

The Local Housing Partnership should provide important local resources for educating developers and those in need of affordable housing, interpreting and determining the applicability of available programs and funding sources, and actually developing and rehabilitating structures for affordable housing. Town-owned land, while scarce, should be earmarked for affordable housing whenever possible, including any properties taken in the future through the tax

title process. Payments of delinquent property taxes should be considered for an affordable housing fund.

Provincetown should investigate the full potential of Small Cities funding through the State's Department of Housing and Community Development. DHCD programs have assisted with rental rehabs, loans for homeowner rehab, funds for site acquisition and development, and housing counseling.

Conventional lenders, such as local member banks of the Federal Home Loan Bank of Boston should also be considered. Local use of tax abatements or deferrals could help promote the development of affordable housing as well.

Regional Solutions/Resources

The Cape Cod Commission has provided technical assistance and consultants to assist in developing a growth management by-law that encourages development of affordable housing and in developing criteria for evaluating applications to build affordable units. Housing specialists work closely with our Local Housing Partnership to develop creative solutions to our affordable housing shortage. The CCC also oversees the County's Soft Second Loan Program (SSLP) as part of the HOME Consortium. This program offers a variety of resources including "gap" funding for small housing development, the Soft Second loan program, down-payment assistance, and rental assistance.

Community partnerships and utilization of regional resources can help to ease the burden on the Town itself. Housing for elderly and special needs residents in particular can be best served on a regional basis. Special needs facilities and services serving the Cape, including Department of Mental Health group homes, Department of Mental Retardation group homes, assisted living facilities, Provincetown AIDS Support Group services and facilities, and shelters for the homeless should be supported and utilized.

The Lower Cape Cod Community Development Corporation (Lower Cape Cod CDC) is a significant regional resource for assistance with both rental and homeowner rehabs. The Housing Assistance Corporation (HAC) provides assistance to low- and moderate-income Cape residents. Services including rental subsidies, weatherization, homeownership counseling, housing rehabilitation, and technical assistance to developers for planning and marketing affordable housing should be fully utilized. The Cape Cod Affiliate of Habitat for Humanity is also a significant resource, not only for homeownership opportunities, but for rehabilitation work as well.

Another regional resource is the Cape Affordable Housing Loan Consortium, consisting of 8 area banks and community

representatives, provides financing for construction and rehab of affordable housing.

Due to the scarcity of developable land, the need for seasonal worker housing may require regional efforts as well; participation in existing regional programs may help open lines of communication with neighboring Towns. Provision of affordable seasonal housing is crucial to the tourist-oriented service economy of the Outer Cape.

State Solutions/Resources

The Community Economic Development Assistance Corporation (CEDAC) and Massachusetts Housing Partnership an important resource for pre-development loans, equity guarantees, site control loans, and other funding sources. DHCD resources include the housing innovation fund, rehab initiatives and the Small Cities grants program.

6.5 ACTIONS/IMPLEMENTATION PROGRAM

ACTION 1: Develop a Provincetown Housing Action Plan using the LCP for guidance.

ACTION 2: Utilize the Local Housing Partnership to coordinate affordable housing efforts including development, rehabilitation, education of tenants, landlords and developers, and technical assistance.

ACTION 3: Develop and implement strategies to facilitate conversion of underutilized and unoccupied properties to affordable housing.

ACTION 4: Ensure affordability for all housing designated as affordable through deed restrictions.

ACTION 5: Control the number of units converted to condominiums by adopting a zoning by-law, as recommended in Section 1, Land Use and Growth Management.

ACTION 6: Acquire multi-unit properties for rehabilitation for cooperative ownership.

ACTION 7: Acquire multi-units properties for rehab for non-profit ownership as permanent rental housing.

ACTION 8: Work cooperatively with other Towns on the Outer Cape to develop regional congregate care and/or assisted living facilities for the elderly.

ACTION 9: Work cooperatively with Outer Cape Towns to comprehensively address housing and service needs of special needs populations including people with AIDS, the homeless, the mentally disabled, the physically disabled, and the elderly.

ACTION 10: Develop alternative approaches to affordable housing, such as shared housing and congregate care.

ACTION 11: The Town shall adopt an Inclusionary By-law to fund affordable housing in relation to new construction as well as extensive, non-routine rehabilitation.

ACTION 12: Establish a Housing Trust Fund as a depository of any affordable housing funds generated or collected.